



Landmarks & Urban
Conservation Commission



Agenda Number: 4
Case No.: 09LUCC-50027
Project # 1007907
October 14, 2009

Supplemental Staff Report

Agent	Ken Sandoval
Applicant	Shona Zimmerman-Bernett and James Burnett
Request	Certificate of Appropriateness for alteration
Legal Description	Lot 41 of the Coronado Place Addition
Address/Location	903 Forrester NW
Size	.15 ac.
Zoning	SU-2/SF
Historic Location	Eighth and Forrester Historic Overlay Zone

Staff Recommendation

DENIAL of Case # 09-LUCC-50027, Project #1007907, a request for a Certificate of Appropriateness for alteration, based on the Findings 1-10 on beginning on page 7.

Maryellen Hennessy
Staff Planner

Summary of Analysis

This is an application for a Certificate of Appropriateness for alteration to the Contributing property at 903 Forrester NW in the Eighth and Forrester Historic Overlay Zone. The subject house is a one-story hipped box with an addition at the side and rear that was built after 1957. The applicant proposes to add six hundred and twenty three square feet in a second story to the existing rear addition.

This report is supplemental to the staff report dated August 12, 2009. This report is to be read in conjunction with the August 12 report. Only new information is provided here.

This case was continued from the hearing on August 12, 2009, to provide the applicant with time to revise the design of the addition. The staff report dated August 12, 2009 recommended that the design of the addition be revised to provide more compatibility with the existing historic house. New drawings have been submitted and are analyzed in this report.

The application only partially complies with the Development Guidelines for the Eighth St. and Forrester Historic Overlay Zone and the LUC Ordinance criteria for approval of a Certificate of Appropriateness.

Staff has recommended Denial of the application to protect the architectural character of 903 Forrester NW and the historic character of the Eighth & Forrester Historic District.

PRIMARY REFERENCES: Landmarks and Urban Conservation Ordinance; Design Guidelines for the Eighth and Forrester Historic Overlay Zone.

Background and update

This report is supplemental to the staff report dated August 12, 2009 for this application and this report is to be read in conjunction with the August 12 report. The proposal is to construct a two-story addition to the Contributing building—a hipped box built by 1907.

The Eighth and Forrester Historic District is described in the State and National Register nomination as *“a fine and little-altered neighborhood of simple lower-middle class housing, predominately from the first decade of the twentieth century.”* The nomination also states: *“Developed and largely built up in the first decade of the twentieth century, the Eighth Street/Forrester Historic District is an excellent example of a working-class neighborhood, unscarred by substantial modern alteration or intrusion. The district is most important for its architecture, for its small, simple and attractive houses, scaled-down version of styles popular in the period between 1901 and 1925.”*

Simple cottages are the predominant form in this district. A few larger houses, described as late adaptations of the Queen Anne style, are larger primarily by comparison with the simple cottages. They would not be considered large in other historic neighborhoods, such as the Fourth Ward Historic District. There are a number of southwestern revival styles built between 1922 and 1929, and these houses resemble the earlier cottages in their modest size and ornamentation.

The nomination goes on to say in conclusion *“...the real strength of the area lies in the small houses, simple in form and restrained in detail, which make up the almost unbroken context of these streets. Preserved by relative isolation imposed by the street pattern and by the lack of money for grandiose re-modeling throughout the years, these buildings keep the feeling and visual dimensions of a lower-middle class district in the early years of this (twentieth) century.”*

At the August 12 hearing, staff recommended revisions to simplify the design of the addition to have the new construction blend more harmoniously with the historic house. The LUCC also noted discrepancies in the building drawings. The case was deferred until the October public hearing.

At that time, a zoning issue was also identified; the existing garage addition is located within the side yard setback. In order to avoid a Special Exception application, the applicant now proposes to move the south wall of the new addition to meet the five-foot side yard setback requirement.

A revised design has been submitted. The dormers proposed for the historic house have been deleted from the proposal, but the window replacement on the historic house remains in the proposal.

Staff's recommendations on the initial application included: “Simplicity in the massing of roofs and window placement, primarily, should be achieved in the design. The street-facing wall of the addition should be in one plane if possible and have aligned windows at the second story. Any new first story windows should be aligned with those of the existing house. The upper roof of the addition should have a level eave (like the existing house) and a simple hipped roof facing the street. The small roof over the addition's entry might be extended to the south to break the two-story wall facing the street into upper and lower parts, which would make the most visible side of the addition (the front) more in scale with the house.”

Supplemental Analysis

There are discrepancies in the submittal drawings. The south elevation is not consistent with the floor plan with regard to the location of the windows on the existing building. Also, the site plan labeled "existing" seems to reflect the new proposed side yard setback (see zoning comments).

Some of staff's concerns about the initial design have been addressed. The window alignment is more reflective of the historic house. The roof over the entry has been extended to create a one-story element. The roof on the addition is changed to a hipped roof, similar to the existing house; however, the design also includes an intersecting gable of almost equal proportion to the hipped portion. Dormers are located on each roof plane of the addition. The dormers are not a simplifying feature, they complicate the design.

The contributing house is a hipped box, the most simplified of house forms constructed in the first decade of the twentieth century in Albuquerque. An addition should be simple in order to be compatible with the contributing building.

An attached two-story addition to a one-story historic house such as this invites the possibility of altering the historic and architectural character of the contributing property. An alteration such as this must be sensitively designed to successfully protect the contributing status of the property. Design of an attached exterior addition must not "overwhelm" the historic house, and it should be considered in terms of its relationship to the neighborhood as well as the historic building.

The state and national register nominations for the Eighth and Forrester Historic District emphasize that primarily the small-scale houses define the character of the neighborhood. Large additions to the small cottages of this district have the potential to undermine not only the contributing status of the individual property, but of the district as a whole. The property to the south is noted in the photos submitted by the applicant for its two-story height and gable roof. This neighboring property however, is an entirely different style of house than the subject one-story hipped box.

Additions to contributing buildings are ideally located at the rear. Additions in the side yard have the potential to disrupt the rhythm and pattern of the streetscape. It appears as though the existing one-story garage addition is "driving" the design of the new work.

The original house was approximately 1,027 sq. ft. excluding the open porch. The existing attached garage addition added approximately 623 sq. ft. to the original footprint. Adding a second story brings the total added square footage to about 1,246 sq. ft. The end result is an addition that more than doubles the size of the original house.

The table below provides an evaluation of the submittal as it relates to pertinent aspects of the Eighth and Forrester development guidelines as approved by the LUCC in 1991.

III. Design Guidelines for Alterations; Renovations/Additions to existing contributing buildings	Analysis	Does the submittal satisfy the design guidelines?
Retain original significant architectural features (such as stairs, porches, gables, chimneys, fascia boards, etc.) if possible. If replacement is required, the new feature should match the original as closely as possible in design and material. Complete demolition of original architectural features should be avoided.	The windows in the historic house are to be replaced with new aluminum clad wood sash double hung windows. These are similar to the existing windows in material, dimension and configuration. A few metal casement windows on the north façade would be replaced with wood windows.	Yes
Retain original doors and windows wherever possible. If the original doors and windows cannot be used, replacements should match the originals as closely as possible in size, proportion and materials. The addition of any new doors or windows should be consistent with the original rhythm of the building's existing door and window openings.	It is proposed that the existing windows in the historic house be replaced with new aluminum clad wood sash double hung windows. These match the historic windows in size, material, proportion and configuration.	Yes
Match exterior materials as closely as possible to those originally used on the structure. Materials traditionally found in the area include wood, stucco, stone, adobe, brick and cast stone. Plastic, vinyl, aluminum siding or other metals are generally not appropriate, with the exception of metal window frames in some situations.	The siding on the new addition is proposed to be primarily stucco with wood shingles to match historic house on the second floor of the front façade.	Yes
Choose wood or metal security grilles, storm windows screens, etc...	Not applicable	
Additions should have exterior materials and window alignment similar to those of the original structure and should match the general style and massing of that structure (the regulations of the underlying zoning determine the maximum allowable building size)	<p>The exterior wall finish materials proposed for the addition are stucco and wood shingles. These are similar or compatible with the original structure.</p> <p>The general style and massing of the addition are dissimilar to the original structure.</p>	Yes and No

LUC Ordinance

The table below provides an evaluation of the submittal as it relates to the LUC Ordinance and the analysis above.

LUC Ordinance (§14-12) Guidelines for New Construction	Analysis	Does the application satisfy the ordinance criteria?
§14-12-8-B-(1) The change is consistent with the designation ordinance and specific development guidelines for the historic overlay zone	The proposal is consistent with some of the guidelines as analyzed in the tables above. The development guidelines and the designation ordinance R-246-1999 both state that an addition to a contributing structure should match the original structure in general style and massing. The proposed addition does not reflect the style of the hipped box contributing building and the massing is dissimilar.	YES & NO
§14-12-8 (B) (2) The architectural character, historical value, or archaeological value of the structure or site itself or of any historic zone in which it is located will not be significantly impaired or diminished	The architectural character of this simple one-story house could be adversely affected by the complicated design and the massing of the proposed addition as discussed above.	NO
§14-12-8 (B) (3) The change qualified as a "certified rehabilitation: pursuant to the Tax Reform Act of 1976	Not applicable	
§14-12-8 (B) (4) The structure or site's distinguished original qualities or character will not be altered. Original shall mean at the time of initial construction or developed over the course of history of the structure.	Many of the Contributing structures original qualities are retained or not affected by the proposed addition. The character of the historic house is a simple hipped box cottage. This character will be altered by the addition as designed and as described above.	YES and NO
§14-12-8 (B) (5) Deteriorated architectural features should be repaired rather than replaced, if possible. If replacement is necessary, the new material shall match the original as closely as possible in like material and design;	The proposed new windows match the original windows closely in material and design. The metal casement windows to be replaced are not original features.	YES
§14-12-8 (B) (6) Additions to existing structure and new construction may be of contemporary design if such design	The proposed addition incorporates several elements intended to reflect those of the historic house. As such, it probably should not be	NO

is compatible with the historic zone in which it is to be located	considered “contemporary” in design. It would be easily identified as a modern addition, and the design and location of the proposed addition is not compatible with the historic zone.	
§14-12-8 (B) (7) Demolition shall only be permitted.	Not applicable	

Conclusions

The state and national register nominations for the Eighth and Forrester Historic District emphasize that, primarily, the small-scale houses define the character of the neighborhood. Large additions to the small cottages of this district have the potential to undermine not only the contributing status of the individual property, but of the district as a whole. Design of an attached exterior addition must not “overwhelm” the historic house.

The proposed addition is not compliant with the guidelines for alterations to Contributing buildings in the Eight and Forrester Historic Overlay Zone in a most significant way. The guidelines state that the addition should match the original style and massing of the structure. As noted in this report, the subject hipped box cottage is one of the simplest styles of architecture in this neighborhood. While the existing one-story attached garage addition could be considered to “match” the original building in style, with its simple one story form and hipped roof, the proposed addition does not appear to relate to the original building in any meaningful way other than the use of wood shingles and windows as exterior materials.

The second factor, massing, refers to the overall proportions of a building. It is dictated by both the height and surface covered. The length, width and height all contribute to a buildings “mass”.

Rather than breaking up the overall 1200 square foot addition into elements consistent with the one-story hipped box cottage, the design proposes a two-story mass of equal or greater volume than the historic house that is sited quite visibly in the side yard.

As such, the proposed addition not only affects the architectural character of the contributing building, but it interrupts the rhythm and pattern of the street, affecting the entire district. The character of the Eighth and Forrester Historic District has changed little since placed on the State and National Registers in 1980. A field review of the district finds little to no intrusion of modern additions to the historic houses. This character should be retained to the fullest extent possible.

Another design solution should be sought for the desired additional living space.

***FINDINGS for a request for a Certificate of Appropriateness for alteration -
Case No. 09-LUCC-50027/ Project #1007907 (October 14, 2009)***

1. This application is a request for a Certificate of Appropriateness for alterations to 903 Forrester St. NW, described as Lot 41 of the Coronado Place Addition, in the Eighth and Forrester Historic Overlay Zone, zoned SU-2/SF.
2. The subject property is a one-story hipped box house, built ca. by 1907 and designated as Contributing property in the Eighth and Forrester Historic District. There is a one-story addition to the side and rear of the house that was built after 1957.
3. The proposal is to add a second story to the existing addition. The proposal also includes replacing the windows on the historic house with new aluminum clad wood double hung sash windows.
4. The proposed design of the work that is described above and illustrated in the submittal, partially complies with applicable provisions of the Development Guidelines for Contributing buildings for the Eighth and Forrester Historic Overlay Zone Section 111. It is consistent in that the original historic house retains its characteristic architectural features and the materials proposed for the new addition are compatible with the original house.
5. The proposed design of the work that is described above and illustrated in the submittal, does not comply with applicable provisions of the Development Guidelines for Contributing buildings for the Eighth and Forrester Historic Overlay Zone Section 111. It is inconsistent in that the design of the addition does not match the original building in size and massing. The simple hipped box cottage is dominated by the two-story addition in the side yard. The roof form is more complicated than the original structure.
6. Alterations to the property are subject to the provisions of LUC Ordinance.
7. The LUC Ordinance specifies that an application for a Certificate of Appropriateness shall be approved if it complies with several specified criteria. The proposed design of the work that is described above is partially consistent with relevant provisions in the LUC Ordinance Section 14-12-8-B-1 and 4 and is consistent with relevant provisions 14-12-8-B-5 as analyzed in the staff report. The proposed design of the work that is described above is not consistent with Section 14-12-8-B-1, 2, 4 and 6 because the proposed addition to the contributing structure does not match the original structure in general style and massing. The site's original qualities will be altered by the proposed two-story addition and the proposed addition may diminish the architectural integrity of the historic zone.
8. The proposed design of the addition is partially consistent with R-046-1991, the designation ordinance as analyzed in the staff report. The proposed design is not consistent in that it does not match the style and massing of the original structure.

9. The proposed addition as designed does not further the Comprehensive Plan goals and policies for historic resources that includes to "protect, reuse or enhance significant historic buildings and districts." The contributing status of the property may be affected by the addition as proposed. The historic district could be adversely affected by attached additions that alter the character of the district.
10. The proposed addition as designed does not support Policy d of the Established Urban Area. The location, intensity and design of the new development do not respect the resources of cultural concern. The Eighth and Forrester Historic District will be affected negatively by the proposed addition.

***RECOMMENDATION - Case No. 09-LUCC-50027/ Project #1007907
(October 14, 2009)***

DENIAL of 09-LUCC-50027/ Project # 1007907, an application for a Certificate of Appropriateness for alterations to 903 Forrester St. NW, described as Lot 41 of the Coronado Place Addition, a contributing property in the Eight and Forrester Historic Overlay Zone, zoned SU-2/SF. based on the above 10 Findings.

**Maryellen Hennessy, Senior Planner
Current Planning Division**

Attachments

CITY OF ALBUQUERQUE AGENCY COMMENTS

ZONING CODE SERVICES DIVISION

The original submittal demonstrates an existing structure with side yard setbacks of not less than 3 feet on each side, non-conforming only as to setbacks. The revised submittal (existing site plan) now demonstrates an existing structure with a south side-yard setback of not less than 5 feet, specifically the portion of the structure that will be enlarged by the proposed second story addition. 8/7/0 comments still apply; the applicant must clearly demonstrate that the proposed second story addition conforms to all the regulations of the zone in which it is located.

BUILDING & SAFETY SERVICES DIVISION

Building permit required. Submittal of two sets to Building and Safety.

HISTORIC PRESERVATION/ADVANCED PLANNING

No comment

HOUSING CODE SERVICES DIVISION

NONE REQUESTED

PNM

NONE REQUESTED

ENVIRONMENTAL HEALTH DEPARTMENT

NONE REQUESTED

SOLID WASTE MANAGEMENT DEPARTMENT

NONE REQUESTED

FIRE DEPARTMENT/Planning

NONE REQUESTED

COMMENTS FROM OTHER AGENCIES, WHEN APPLICABLE: OTHER AGENCIES WHEN APPLICABLE:

TRANSIT DEPARTMENT

POLICE DEPARTMENT

PARKS AND GENERAL SERVICES

OPEN SPACE DIVISION

BERNALILLO COUNTY

ALBUQUERQUE FLOOD CONTROL AUTHORITY

ALBUQUERQUE PUBLIC SCHOOLS

MIDDLE RIO GRANDE COUNCIL OF GOVERNMENTS